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CURRENT NOTES

V. A. Leonard, Editor

Application of the Glueck Social Prediction Table to 100 Jewish Delinquent Boys—The purpose of this investigation was to test the applicability of the Glueck Social Prediction Table published in their *Unraveling Juvenile Delinquency* on 100 Jewish delinquent boys who had been committed to the Hawthorne Cedar-Knolls School, a population different in ethnic origin and religion, by comparing them with the delinquents of the Glueck study.

Included in the sampling were all the boys committed to the Hawthorne Cedar-Knolls School of the Jewish Board of Guardians by the Children's Courts of New York City on delinquency petitions, during the years 1941-43. Material was gathered from the case records. The social history prepared by the court, the report of court psychologists and psychiatrists and the intake worker's summary prepared by the caseworker at the Hawthorne School were the documents used.

The backgrounds and characteristics of the Hawthorne boys were studied and compared with the 500 delinquents who were the subjects of the Gluecks' Boston investigation to determine if there were significant differences. Each case was rated on the five factors in the Glueck Social Prediction Table and the delinquency scores computed.

Six of the 100 Hawthorne boys had very little likelihood of becoming delinquent.

Three boys had a slight likelihood of becoming delinquent.

Nine boys had a considerable likelihood of becoming delinquent.

Eighty-two boys had very high likelihood of becoming delinquent.

On the basis of this predictive device derived from the five major factors in the social background of the boys, it could have been determined very early in the lives of the 100 boys that they were headed for delinquent careers, in other words, that 91 percent were likely to develop into serious delinquents. Not only would the way have been pointed to the need of earlier therapeutic intervention but it could have been applied at a stage in the boys' lives when intensive psychotherapy would be most likely to succeed.

A comparison of the two groups on each of the five factors in the social prediction table indicated that on four of the five factors the 500 juvenile delinquents in the Glueck group and the 100 juvenile delinquents at Hawthorne did not differ significantly. On the factor of "Discipline of Boy by Father", however, a significantly larger proportion of the fathers of the Hawthorne group were noted to be *lax* in their handling of the youngsters. Conversely, fewer were rated as *erratic*. Here the difference in the ethnic origin of the two groups may play a role. However, in similar proportions of both groups the fathers were equally inadequate in disciplining their sons.

As to other aspects of the family background and characteristics of the two groups not embraced in the General Prediction Table some significant differences emerged. The size of the Jewish families was smaller than that of the families studied in *Unraveling Juvenile Delinquency*. The economic status and the extent of broken homes were not significantly different in two groups; but the boys of the Hawthorne group were somewhat older when their homes were broken. The Hawthorne boys were an average of 1.4 years older than the 500 delinquents of the Glueck group at the time of first delinquency, and they were less retarded in their grade placement in school.

What major conclusion can be drawn from the application of the Glueck predictive instrument to the samples of Hawthorne Cedar-Knolls lads?

The Gluecks' Social Prediction Table though constructed on boys of other ethnic and religious background than the boys at Hawthorne, was found to be a valid instrument for the early detection of potential delinquency in this group of Jewish institutionalized delinquents. Of the five factors of the prediction table there was a significant difference in the internal distribution of the inadequate disciplinary practices of the fathers. The two groups were similar in socio-economic status and the proportion of broken homes. These appear to be constants for persistent urban white delinquents. The two groups varied however in size of family, (Jewish families being smaller) age when the home was broken and age at first delinquency. Delinquency among Jewish children may appear at a somewhat later age than in non-Jewish children. But the *central theme of a disturbed relationship to parents appears to be constant.*

The variations in school retardation, age at onset of delinquency and age at the time at which the home was broken reinforce, even though indirectly, the importance, stressed in *Unraveling Juvenile Delinquency*, of factors dealing with *the relation of parents to children in understanding of delinquency*. The five factors of the Glueck social prediction table appear to be more than diagnostic of delinquency. They would seem to have significance in the dynamics of delinquency. These factors are: Affection of Mother for boy; Supervision of boy by Mother; Affection of Father for boy; Discipline of boy by Father, and Cohesion of family.

Such factors, then, offer specific targets for workers concerned with coping with delinquency at some of its major sources.—From Sidney Axelrod and Selma J. Glick, Jewish Board of Guardians, New York City (A digest by the authors of their complete report.)

Summary of Proceedings of the Criminal Law Section of the A.B.A. at Boston—Three of the four sessions of the Criminal Law Section of the A.B.A. meeting in Boston August 23-26, 1953, were devoted to symposiums, addressed to the following subjects: "National Responsibilities for the Suppression of Crime" (Representative Kenneth B. Keating of New York, Attorney General George Fingold of Massachusetts, and Ex-Senator Forrest C. Donnell of Missouri); "The Duty of the Bar towards the Convicted Offender" (Chief Judge Bolitha L. Laws, District of Columbia, Chief Justice Irving Ben Cooper, New York City, Chief Judge William B. McKesson, Los Angeles County, and Dean Lowell S. Nicholson, Boston); and, "Today's Problems in the Administration of Criminal Justice" (Justice Robert H. Jackson, Judge Jerome N. Frank, and Commissioner of Corrections Reuben L. Lurie of Massachusetts).

In the first, Congressman Keating urged that many facets of the crime problem have ceased to be exclusively local; General Fingold pressed a contrary viewpoint, that local authorities can and should cope with most types of criminal activity without federal intervention, and Senator Donnell served as moderator between.

In the second session, sponsored jointly by the Section, the Committee on Cooperation with Laymen, and the National Probation and Parole Association, the main conclusions developed were: (1) the first offender is often deserving of more understanding treatment from the bench and the bar than he now sometimes receives; (2) the juvenile first offender is an absolute responsibility of the profession and the community in this respect; and (3), the profession also has substantial obligations towards persons

who have been convicted of crime, and who may have important needs for legal services after conviction.

In the final discussion session, Justice Jackson, Judge Frank and Commissioner Lurie examined the need for, and some tentative outlines of, the recently-launched study of the administration of criminal justice, which will be conducted under A.B.A. auspices by a committee headed by Mr. Justice Jackson.¹

The business session of the Section concerned largely new projects and works-in-progress, including the following:

(1) A proposed study of the narcotics drug traffic and measures aimed at reducing and controlling it (in cooperation with other interested groups).

(2) A study of the conspiracy approach to criminal activities which extend beyond the reach of local enforcement agencies (S. 2123).

(3) Continued sponsorship of the bills in Congress relating to organized crime, which the A.B.A. has approved and endorsed.

(4) A drive for wider participation in the work of the Section by members of the Association, and especially by lawyers who are interested and experienced in the role of defense counsel.—From Rufus King, Attorney at Law and Secretary of the Criminal Law Section of the A.B.A., Washington, D. C.

New Technical Journal—Volume 1, Number 1 of the *Journal of Forensic Medicine* (July-September 1953), most recent addition to the literature of the field, has made its initial appearance. Edited by H. A. Shapiro, Ph.D., M.B., Ch.B., F.R.S.S.Af., and published under the auspices of the Medico-Legal Society (Johannesburg), the new Journal promises to engage the attention of workers in this subject area. As the Editor points out, there is a considerable contemporary need for a journal (with international scope) which can devote itself exclusively to the many readers and research workers in this important branch of knowledge and practice. Diverse and apparently unrelated fields of scientific inquiry will here find a rational and neighbourly place, e.g. anthropometry and serology, medicine and toxicology, ballistics and traumatic pathology, the physics of stress and strain and head injuries, cardio-respiratory physiology and the objective detection of lying, psychiatric developments and legal concepts of responsibility, etc.

At present, important forensic contributions must necessarily be scattered widely for publication. This undesirable dispersal of papers (sometimes in obscure or not easily available journals) interferes with their ready appraisal by those who can appreciate their medico-legal significance. The intensive research developments taking place in a multiplicity of laboratories and institutions have accentuated the difficulties facing all authors seeking publication of their papers, but this is markedly enhanced in the case of forensic practitioners by the poverty of media for the publication of case reports, reviews, original observations, etc. It is the more so in the case of medical practitioners in this field as they find themselves increasingly in competition for space with contributors to journals devoted primarily to clinical medicine or pathology.

Moreover, it is desirable for the average reader to find the great diversity

1. See, 39 A.B.A. Jour. 743.

of the material which makes up his professional field of interest in the more convenient compass which one journal such as this can provide efficiently and inexpensively. The increased status and the prestige of the subject of Forensic Medicine have received professional recognition in recent years in universities all over the world. It is equally fitting to endorse this recognition by the establishment of an international journal solely concerned with this subject. The Journal is published quarterly by Juta & Co. Ltd., Box 30, Cape Town, South Africa. The annual subscription is 42/—*The Editor*.

International Control of Narcotic Drugs—The United Nations Commission on Narcotic Drugs held its seventh session in New York from April 15 to May 9, 1952. Agreement was reached on the principles embodied in the first 13 articles of the proposed international single convention on narcotic drugs. Two control bodies would be established: (1) An International Narcotics Commission to be created by the Economic and Social Council under the provisions of the United Nations Charter with provision for it to function independently of the existence of the Council, and (2) an International Narcotics Control Board with semi-judicial functions similar to those of the present Permanent Central Opium Board.

All drugs under control would eventually be listed in one of a number of schedules and provision would be made for listing new drugs on the advice and recommendation of the World Health Organization. The single Convention, which is intended to replace eight existing treaties, may not be ready for adoption by an international conference until 1955.

Figures in regard to seizures were presented to the Commission on Narcotic Drugs indicating that the international illicit traffic in narcotic drugs has increased dangerously. The Commission recommended that the Economic and Social Council request the Secretary General

(a) To advise governments that this baneful trade cannot be combatted successfully by national efforts alone, and that international cooperation is essential;

(b) To urge Governments to take immediate steps, if they have not already done so, to adopt the practice of direct communication between national administrations controlling the illicit traffic; if within a country more than one department exercises control thereof, the government concerned shall determine the channel through which communication is to be conducted; and

(c) To ask governments to review their preventive organizations to ensure that they are adequate to combat the illicit traffic within their territories.

The United States representative reported that investigations, arrests and seizures in Japan during 1951 proved conclusively that Chinese Communists are smuggling heroin from China to Japan and are using the proceeds from the sale thereof to finance party activities and to obtain strategic materials for China.

In accordance with a United Nations Resolution, the U. S. Bureau of Narcotics does not favor direct education of youth about narcotics, since many young persons, once their curiosity is aroused, will ignore the warning and will experiment upon themselves with disastrous results. However, there has been a substantial demand for literature about narcotics and in deference to this demand and for those who decide to go ahead with an

educational program, the Bureau has prepared an 8-page pamphlet entitled "Living Death—The Truth About Drug Addiction," which is believed to be the most suitable material available. The pamphlet is available free of charge.

In its November 1952 issue, the monthly publication *International Conciliation*, published by the Carnegie Endowment for International Peace, devoted its entire space to an explanation of the international controls applicable to narcotic drugs. The major issues which today face the international control authorities are presented in the Introduction by Mr. Herbert L. May, president of the Permanent Central Opium Board and chairman of the Drugs Supervisory Body, who is a preeminent authority in the field.

There was a very substantial increase in the amount of narcotic drugs seized during the year 1952. Most of this increase was noted both internally and at ports and borders. Practically all of the smoking opium seized came from Mexico. There was also an increase in the quantity of marihuana seized. This increase in seizures is attributable in large measure to the Bureau's policy of directing its efforts toward large traffickers and sources of supply. Principal sources for narcotics are Turkey, Iran, France, Italy, Mexico, and Communist China, generally via Hong Kong. Pure heroin has appeared in the traffic on the west coast in considerable quantities. The source of this heroin is Communist China.

On June 30, 1952, out of a total population of 18,557 convicted of Federal offenses, 2,713 were serving sentences imposed under the Federal narcotic drug and marihuana laws. Of the total Federal prison population, approximately 14 percent were persons convicted of violation of the Federal narcotic and marihuana laws—*Traffic in Opium and Other Dangerous Drugs for the Year Ending December 31, 1952, U.S. Treasury Department, Bureau of Narcotics, Washington, D. C.*

Chemical Tests for Intoxication—The use of chemical tests to determine the degree of intoxication in suspected drinking drivers was reported by some enforcement agency in all but four states for 1952. In two-thirds of the states both the state agency and some city or cities utilized this scientific evidence in the courts. In two states only the state agency used tests, and in ten states cities used the tests but the state enforcement agency did not.

There was a 52 percent increase in the number of cities of over 10,000 which reported using tests in 1952 over the number reported in 1951. Only 242 cities in 37 states used tests during 1951, as compared with 369 cities within 42 states during 1952. These 369 cities represent 27 percent of all cities over 10,000 population in this country. This compares favorably with the 18 percent of the total reported for 1951.

Since the 1951 report on the use of tests was published, two states (Idaho and Tennessee) have passed specific chemical test legislation. This brings the number of states with chemical test statutes to 16, and includes Arizona, Idaho, Indiana, Maine, Nebraska, New Hampshire, New Jersey, New York, North Dakota, Oregon, South Carolina, South Dakota, Tennessee, Utah, Washington, and Wisconsin—*1952 Uses of Chemical Tests for Intoxication, A Report of the Committee on Tests for Intoxication, National Safety Council.*

History of Eastern State Penitentiary at Philadelphia—The Eastern State Penitentiary at Philadelphia was opened on October 25, 1829. This prison, known for many years as Cherry Hill, served as a model for the Pennsylvania

System of prison discipline during the early days of the penitentiary movement. It is an interesting fact that the philosophy epitomized by this institution spread throughout the entire world but was repudiated in the United States. It is well known to penologists that the modern American prison systems stemmed from the philosophical and penal practices developed at Auburn and Sing Sing prisons in New York.

The history of the Eastern State Penitentiary is being written by Dr. Negley K. Teeters, Professor of Criminology at Temple University, assisted by Dr. Jacob W. Gruber, also a member of the Department of Sociology and Anthropology at Temple University and by Mr. John D. Shearer, chief psychologist of the Eastern Penitentiary. The source material for this study consists of the original records of the prison which have been gathering dust in one of the towers of the prison for over 100 years. About a year ago, Mr. Shearer ran across these documents and called in the state archivist, Mr. Henry Eddy, for the purpose of cataloguing them. The records are most complete and consist of several distinct series. There is a series consisting of the wardens' journals in which every interesting day by day item was recorded. In addition, there is the prisoners' log which records the number, name and distinguishing characteristics of each prisoner. Then there are the reports of the Board of Inspectors, the reports of the visiting inspectors as well as those of the prison physician and the moral instructor. One of the most fascinating series consists of the activities of the Board of Building Commissioners who labored for twelve years in erecting this famous Bastille.

The history of the prison discloses some hitherto unknown information. Perhaps the most interesting question involves the controversy among advocates and friends of the philosophy of separate confinement. From the days of the earlier Walnut Street jail, dating from 1790, down to the opening of the Eastern Penitentiary, prominent Pennsylvanians vigorously debated concepts of prison discipline. They were all unutterably opposed to the so-called congregate system which later developed into the Auburn prison. But they differed concerning complete solitary versus separate confinement of prisoners.

To this day there are people who refer to the system eventually adopted by Pennsylvania, as the solitary system yet it is obvious from the records that the early Board of Trustees thought in terms of separate confinement, one prisoner from another, with labor in each cell, moral instructions and relatively frequent visits from citizens in the community. The law of 1829 by which the prison operated declared that members of the Philadelphia Society for Alleviating the Miseries of Public Prisons should be charged with the responsibility of visiting each prisoner in the institution. This Society was founded in 1787 and, from the start believed implicitly in the type of discipline which was finally inaugurated at Cherry Hill. Critics of the system, led by Reverend Lewis Dwight of Boston, denounced the Philadelphia prison as inhumane and one which induced insanity. For more than fifty years, the officials of the Pennsylvania System refuted these charges by means of their annual reports and in the *Journal of Prison Discipline and Philanthropy*, the official organ of the Philadelphia Society.

The records recently unearthed in the Philadelphia prison throw considerable light on the day by day workings of the system. The first warden, Samuel R. Wood, was an outstanding penologist of his day but even he became somewhat indiscreet and careless so that only five years after the prison opened, his administration was attacked. However, he was exonerated and carried on until 1840.

The records of the Building Commissioners throw considerable new light on the construction of the prison. The name John Haviland, famous Philadelphia prison architect, has always been associated with Cherry Hill but for the first year of the construction of the prison another equally well known Philadelphia architect, William Strickland, was actually on the job. But due to considerable conflict among the members of the Board, Strickland was eventually discharged in favor of Haviland, and his plan of radiating cell blocks.

The study being conducted by Messrs. Teeters, Gruber and Shearer, will attempt to show the many difficulties inherent in the system due largely to the pressures of overpopulation and the impact of the age of power machinery. While the Philadelphia System has had much more success in several European countries, it failed in the United States and eventually in the state of its origin. By the 1860's doubling up of prisoners became necessary and handcraft labor in the cells became impossible. One of the later wardens of the prison, Michael Cassidy, argued for the system years after it had all but broken down. After his death, the Pennsylvania Legislature finally abolished it completely and it became just another congregate institution. The records of the prison are in remarkably good condition but it is hoped that they will be made available to research students by microfilming after which they will be placed in the Department of Public Records at Harrisburg. Dr. Teeters hopes to finish the project by the end of 1954—*The Editor*.

New Zealand Restores Capital Punishment—After nine years without a death penalty for murder, New Zealand will restore capital punishment under a bill passed by the House of Representatives. It was virtually certain to be passed by the Upper House also. Capital punishment was abolished in 1941 as a policy measure. Actually no persons convicted of murder had been hanged for the six previous years, as the Labor Government had commuted all death sentences to life imprisonment from the time it took office. The results have been a source of controversy ever since. Figures have been produced to show that there has been a big increase in killings since the death penalty was abolished, whereas opponents of capital punishment have taken other figures over different periods to show that the proportions of murders per head of population has decreased.

B. L. Dallard, former under-secretary of justice, claims the best comparison can be made by taking the 16 years before 1935, when the annual average of murders was 10.5, and the eight years after 1941, when the annual average was 12.75. The bill for restoration of the death penalty was brought forward by the National Party Government in line with its election policy. When evidence on the bill was heard by a select committee of both Houses, many witnesses appeared on both sides. Restoration of capital punishment was recommended by the under-secretary of justice, the commissioner of police, the director-general of mental hospitals, and other persons closely associated with criminal administration. They maintained the death penalty definitely acted as a deterrent. Restoration was opposed chiefly by church organizations and the Howard League for Penal Reform. They maintained there was no proof murders had increased and to reintroduce the death penalty would be a retrograde step. The select committee reported in favor of the bill and the House of Representatives passed it, 38 to 31. The government allowed a free vote on the issue, but only one government member voted with the Labor Party against it—*The Canadian Police Bulletin*, June, 1953.

Editor's Note: For a contemporary treatment of this controversial ques-

tion, see the November 1952 issue of the *Annals of the American Academy of Political and Social Science*.

Prisoners in State and Federal Institutions: 1952—A total of 167,374 prisoners were confined in State and Federal institutions for adult offenders on December 31, 1952, or 2,478—1.5 percent—more than a year earlier. The increase occurred in both State and Federal institutions, but was slightly greater, proportionately, in Federal. It continued the rise in prison population which began in 1945, and which was interrupted only in 1951. A greater number of prisoners were confined in State and Federal institutions at the end of 1952 than at the end of any year since 1940. The 1952 total was less by 5,622, or 3.4 percent, than that at the end of 1940. If the prisoner population figures for 1952 and 1940 are related to the country's population the smaller number confined in 1952 is even more notable. In 1952 there were 109.2 prisoners per 100,000 of the civilian population in State and Federal institutions, as compared with 131.4 in 1940.

Commitments to State and Federal institutions in 1952 increased as compared with 1951 even more than did their year-end population. Prisoners received from court in 1952 numbered 69,986. This was 3,606 or 5.4 percent, more than in 1951. As in the case of prisoners confined the number of commitments in 1952 exceeded that of any year since 1940. Only 6,239 or 3.7 percent, of the prisoners confined in State and Federal institutions at the year's end were females. However, females constituted 5.1 percent of new prisoners received from court during 1952. The shorter period terms that female prisoners, as compared with male prisoners, are likely to serve, accounts for their greater representation among new prisoners than among those currently confined.

Of the 74,268 releases from State and Federal institutions in 1952, more than half were conditional. These were mainly paroles, but included also a few other types of conditional release. For Federal institutions 23.5 percent of releases were by parole; for State institutions, 55.7 percent. The Northeastern States and the West used parole most extensively. In the former 75.6 percent of releases were paroles; in the latter 74.2 percent. The North Central States followed with 66.5 percent, and the South used parole in 32.3 percent of its releases—*National Statistics*, Number 9, August, 1953, Federal Bureau of Prisons, Washington, D. C.

Criminology Group Affiliates—The American Association for the Advancement of Science has recognized the Society for the Advancement of Criminology as an Associated Society in its Social and Economic Sciences Section. The section chairman is Lowry Nelson, Univ. of Minnesota, and the secretary is Conrad Taeuber, Bureau of the Census. The American Association for the Advancement of Science publishes "Science" and "The Scientific Monthly" and has published over 30 technical symposia on selected subjects, some of which are available for sale. December 26-31 will see a meeting of the AAAS in Boston and it will be attended by Donal E. J. MacNamara, Eastern Vice President of the Society for Advancement of Criminology—*BULLETIN* of the Society for the Advancement of Criminology, Vol. 1, No. 2, August 1, 1953.

Crime Rates—Trend Continues Upward—The 1,047,000 crimes in the first half of 1953 represented an increase of 2.5 percent over the same period of 1952 and a 9.0 percent increase over the 1951 six-months figure. Increases over 1952 ranged from 8.4 percent for aggravated assaults to 0.6 percent for

murder. Crimes of rape increased 6.5 percent and negligent manslaughters (mostly traffic killings) rose 0.7 percent. All crimes against the person combined (murder, negligent manslaughter, rape, and aggravated assault) increased 7.2 percent. Property crimes (auto theft, burglary, robbery, and larceny) increased 5.1 percent, 3.4 percent, 1.4 percent, and 1.2 percent respectively. Grouping property crimes, a 2.2 percent increase is noted. The nationwide estimated increase of 2.5 percent in crime is based on a reported 9.0 percent increase in rural crime and a 0.5 percent increase in city crime. While the estimated total major crimes includes larceny of all classes, Part II offenses, some of which are of a serious nature such as arson and embezzlement, are excluded and for that reason the estimated total is considered to be conservative.

Although city crimes increased only 0.5 percent, crimes against the person in the first 6 months of 1953 were 6.2 percent above the 1952 half-year figures. This increase was led by aggravated assaults, plus 7.0 percent. The nominal rise of 0.2 percent in city crimes with property as their object resulted principally from a 4.8 percent increase in auto thefts. The 9.0 percent increase in rural crime was led by a 14.1 percent increase in burglaries and a 13.8 percent increase in aggravated assaults. Rape and robbery each increased over 10 percent, while thefts, including autos, rose 6 percent. Negligent manslaughters registered the only decrease, 6.0 percent, but wilful killings increased 1.5 percent. The Pacific States as a group had the highest crime rate for robbery, burglary, larceny, and auto theft. The East South Central States as a group exceeded all others in murder, and the South Atlantic States had the largest assault rate. The New England States ranked lowest in all crime rates—Uniform Crime Reports, Semiannual Bulletin, first half of 1953.

International Attention Given Alcohol and the Traffic Problem—Sponsored by the Government of Ontario, the University of Toronto and organizations interested in the relationship of alcohol to the traffic problem, the Second International Conference on Alcohol and Road Traffic was held in Toronto, Canada, September 9-12. Continuing studies and the development of plans initiated at the First International Conference held in 1950 at Stockholm, Sweden, the purpose of the second Conference was to study the effect of alcohol on road traffic, and to consider what is being and can be done about it through legislation, education, propaganda, enforcement and administration. Three symposia were presented by panels of experts chosen from their respective fields. The topics selected for presentation and discussion are: "Functional Tests and Alcohol Levels," "Comparative Legislation and Enforcement," and "The Effectiveness of Educational Procedures." The first of these included the relationships between the results of clinical examinations, laboratory tests, road tests, accident surveys and alcohol levels. In addition, section meetings were arranged so that problems of mutual interest could be presented in a series of short papers. Conference speakers include Rolla N. Harger, Ph.D., Professor of Biochemistry and Pharmacology, Indiana University Medical Center; Leonard Goldberg, Ph.D., Professor, Pharmacological Department, Karolinska Institute, Stockholm; C. W. Muelberger, Ph.D., Director of Crime Detection Laboratory, Detroit; G. H. W. Lucas, Ph.D., Professor, Department of Pharmacology, University of Toronto; William B. Common, Q. C., Director of Public Prosecutions, Attorney General's Department, Toronto; Cecil H. Heath, B. A., Hon. Secretary, International Temperance Union, London; Leon A. Greenberg, Ph.D., Professor, Laboratory of Applied Physiology, Yale University; N. H. Deerborne, M. D., President,

National Safety Council, Chicago; and Rev. John Linton, M.A., Secretary, Canadian Temperance Federation, Toronto.—*From an announcement.*

PROBLEMS OF ADULT PROBATION IN CHICAGO

Illinois Academy of Criminology

The fifth meeting of the Illinois Academy of Criminology for the year 1952-1953 was called to order at 8:00 p.m., April 20 by the Secretary-Treasurer.

The first speaker of the evening, Mr. Ben S. Meeker, Chief U. S. Probation Officer, briefly described certain of the practices and problems encountered in Federal probation in the Northern District of Illinois. Mr. Meeker pointed out that probation in the Federal system is a relatively recent innovation, with a history of approximately 25 years as an organized system. In the last 20 years the expansion has been very rapid, so rapid as to provide little opportunity for the creation of adequate standards. Though an initial resistance to probation was encountered from the Federal judges, the system gradually proved its usefulness, and now finds strong support from the Federal bench. The early system of voluntary officers was found inadequate, and now full time probation officers are attached to 87 U. S. District Courts. Salaries have improved, so that now the beginning salary is \$4200 per year. It became apparent that probation officers had to be men of better than average skill, and standards have continually been raised. The current standards of college training with a degree, and experience in social work and sociology, are being rather well met. In Chicago there is located an in-service training center where many of the agents assist in the instruction.

Mr. Meeker felt that professionalization in the Federal probation system is now well under way. He felt that one of the serious problems of Cook County was the need for promoting a higher degree of professionalization than currently exists. There is in Cook County also a need for a more adequate salary scale and uniform high standards for the recruiting of probation officers. The speaker felt that the attributes of a professional probation officer were much the same as those required for success in any profession requiring direct participation in human problems:

- 1) Personality attributes—the ability to get along with people and to accept them and help them in an understanding fashion;
- 2) A specific aptitude for probation work and the broader demands of the profession;
- 3) Skills—including a well developed body of knowledge and professional techniques; and
- 4) A system of professional ethics which would serve to maintain a high standard of performance and integrity.

The need for in-service training was stressed where probation officers would learn to deal more adequately with the practical problems of the job. The Federal system operates two such in-service training programs, one a regional institute which meets periodically, and the other a center of intensive training conducted by seasoned officers in Chicago.

Another serious problem for probation officers, said Mr. Meeker, was the extent and use of probation. He felt that the use of probation could be greatly enlarged. Chicago is about average in that 40 percent of court cases receive probation. However, he pointed out that in other Districts some 65 percent of the cases are placed on probation. He felt that this reflected a difference in the confidence of the judges in the probation system rather

than a difference in the quality of the probation material. He pointed out that rehabilitation is easier in the community than in prison, and it is necessary to demonstrate to the public that probation officers offer a genuine community protection. In order to do this job adequately there exists in Chicago a need for more probation personnel, a lower case work load, and a greater degree of public acceptance.

Mr. Meeker then listed four administrative problems and developments of interest in the Federal system:

1) Though there is a continual shortage of funds, the situation has improved. A greater allocation of funds would prove economically sound by virtue of reducing the extensive costs of incarceration with less rather than more danger to the community;

2) Gradually the problem of overlapping and competing jurisdictions has been worked out so that now uniform procedures and supervision have developed between Federal Districts permitting greater mobility with good supervision of Federal probationers;

3) The need for improving the training of the probation officer as the "expert of the courts" is urgent. He felt that this was a new development which will show considerable progress in the future. There is a need for experts and trained men to assist the judge in the pre-sentence investigations and the preparation of sound recommendations. There is also a need for psychiatric and psychological assistance for the probation officer in reporting on and treating personality deviants. He felt that the expert training of the probation officer, and the preparation of adequate investigations and reports, would not only be of great assistance to the courts, but also to the penal institutions;

4) Mr. Meeker emphasized the very great need for evaluative research in connection with probation programs. Progress will depend in considerable measure on the extent to which we carefully evaluate what we do by research. Such research work should be regarded as an indispensable companion to all our treatment programs.

The second speaker, the Honorable Joseph A. Pope, Assistant Chief Justice of the Municipal Court of Chicago, talked in quite frank terms about the attitude of many judges toward the probation system. He said the judge has a very difficult problem in weighing the evidence before him and the prospects for probation. Usually they do little more than look at the criminal record, with a view to denying probation to repeaters.

Judge Pope stated that he believed in probation, and in combining a short term of jail punishment with subsequent probation supervision. He criticized the inadequate reports of probation officers, and felt that they contain little help for the judge beyond the arrest history. Judge Pope believes probation is useful in keeping tabs on various cases, to make them take their crime more seriously. Placing conditions on probation, also, helps to keep probationers in line. Psychiatric examinations are useful in that they serve to uphold and lend substance to the majesty of judicial concern with problem cases.

The speaker was concerned with the inadequacy of the reporting system on probation cases to the court. He felt that the court was not kept sufficiently informed of progress on probation. He also criticized the practice of returning probation violators to the court for further consideration following a county jail sentence on a new charge. He indicated that in these circumstances additional time in jail seemed inappropriate and the customary practice was simply to discharge the offender as a bad probationer.

The third speaker on the program, Mr. Lawrence Breen, Assistant Probation

Officer of Cook Co., Ill., believes that the chief obstacle to successful probation lies in the failure of the community to recognize the value of probation work. He also expressed concern about adverse newspaper publicity which hampers probation work. Mr. Breen went on to describe the organization of the probation system in Cook County 42 years ago, and expressed the belief that probation had justified the confidence placed in it by many judges. He stated that statistics indicated that 85 out of every 100 probationers are discharged successfully from probation.

Mr. Breen stated that the total case load in Cook County is now declining, and that more cases are received from the Municipal than the Criminal Court. However, the Criminal Court cases are increasing, and he estimates that 50 percent of indicted persons in the Criminal Court are now placed on probation. The decline in the case load has been chiefly in the Municipal Court, due largely to changes in the law with reference to the handling and disposition of narcotic offenses. He stated that reciprocal agreements have now been set up between courts whereby probation officers are recognized not only in the court of their appointment, but in any of the courts.

In his closing remarks Mr. Breen stated his belief that the heavy penalties imposed by Judge Crowley on recent probation violators have had a salutary effect on probation practice.

In the discussion following the presentation by the speakers Mr. Hugh P. Reed, Regional Representative of N.P.P.A., pointed out that the case loads in Cook County are extremely high, and only seven investigators carry the entire burden of making pre-sentence reports. Mr. Meeker suggested that it takes more than a knowledge of an arrest record to make an adequate decision as to probation eligibility. He stressed the need for full pre-sentence reports which would encompass an adequate evaluation of the case and a carefully constructed probation plan. Mr. Eugene Zemans, Exec. Sec'y of the Howard Association, felt that the judges were not adequately informed about the possibilities of good probation, and that they tended to regard it as leniency in comparison to the punishment represented by a jail sentence. He pointed to the poor facilities for treatment which are currently available to the courts, and the political character of the judicial appointments which hampered their effectiveness. He indicated that a great deal still had to be done in Cook County to produce an effective probation system, and foremost among such measures should be an effort to educate both the court and the public as to the value of an adequate probation service.

Judge Pope suggested that many judges were reluctant to receive direct recommendations by probation agents but that they were anxious to receive more information about what happens on probation. He felt that the chief usefulness of probation was its custodial or surveillance function; i.e., its effect in letting a probationer know that he is continually being watched. Mr. Meeker challenged this viewpoint, and pointed out that it was necessary to get behind the facts of an arrest record and to find out what the critical problems were which the probationer faced. He went on to point out the difference between a probation system which is limited to surveillance and one which is oriented toward treatment.

Mrs. Ester J. Mohr challenged the unwillingness of Cook County probation officers to make evaluations of their cases and to provide the judges with recommendations as to the appropriate disposition. She questioned whether there were any legal obstacles to such an action, and suggested that the matter be cleared by the probation service with the Attorney-General's office.

LLOYD E. OHLIN, Sec. of the Academy